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RE: Coordinated Management Structure

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## Draft Organizational Diagram

This memo describes a proposed organization structure intended to serve as the long-term housing for Bay-Delta restoration and management activities, under the leadership of the CALFED Policy Group. The design is deliberately intended to provide several areas for effective and meaningful stakeholder input. Readers should be aware that this is an initial proposal, and that we welcome comments, suggestions, and constructive criticism.

Once the overall structure is generally acceptable to CALFED, the plan is to then share this with selected groups and to discuss the contents, seeking consensus on a structure acceptable to all major caucuses. Once that is complete, a new section will be added to this memo describing the proposed transition path and timetable, and the consensus building process will be repeated. As well, we propose to outline what an annual set of activities would look like and to describe how input from all levels and components would be integrated and used to develop an annual action plan covering all major activities aimed at ecosystem restoration.

In the following sections we discuss (i) key assumptions, (ii) the four functional levels to the diagram, and (iii) the functional roles to be played by the participants in each of the individual boxes. As well, we briefly address the issues of stakeholder involvement and Category III.

## Key Assumptions

The following assumptions were used to guide development of the proposed structure:

1. It is easier to transform the function of existing programs and organizations than their structure. The initial strategy is, therefore, to try and alter behavior and objectives of existing programs, rather than restructure them. Later the EIR/EIS process can be used to propose restructuring, if needed.
2. The long-term CALFED management structure must facilitate both:
  - a. adaptive management, and
  - b. stakeholder involvement and input.

3. CALFED's main obligation is to identify and implement a unified set of ecosystem goals and objectives that leads to integrated planning and coordinated action.
4. CALFED must periodically sponsor a review of the current 'state of the ecosystem' and, from this, reevaluate the current set of ecosystem goals and objectives.
5. There are two main ways for CALFED to get things done:
  - a. through agreement within the policy group: this leads to directives from senior members of individual CALFED member agencies to their agencies directing that the organization align with specific goals and undertake core actions; and
  - b. promoting coordination across implementing organizations.
6. There are three main ways to influence how resources are applied:
  - a. CALFED policy group members can direct their agency budgets;
  - b. through crediting or public recognition;
  - c. convincing independent programs to use their resources consistent with the ecosystem objectives developed by CALFED.

### Functional Levels

In practice, the proposed structure will have four functional levels:

1. Decision Making / Mediation: At this level, politicians and senior decision-makers from both the government and stakeholder communities collaborate in setting the basic restoration agenda, providing oversight, and mediating difficult issues. As well, they receive periodic input from an independent "blue ribbon" advisory panel.
2. Planning / Goal Setting: At this level, two distinct types of planning are recognized: that which is longer-term in nature, and related generally to habitat, and that which is aimed at more immediate circumstances, primarily related to water management. With reference to the latter, the Operations Chairman will be responsible for planning for coordination of water project operations, and reporting recommendations for short-term changes to CALFED for immediate action. At the same time, the Bay-Delta Program, Ecosystem Roundtable, and Bay-Delta Program Executive Director will work together to develop and revise running five-year plans containing ecosystem goals and core actions that serve to guide restoration and monitoring activities taking place within the Bay-Delta ecosystem. The Executive Director will help determine whether a particular undertaking is best recommended to the CALFED Policy Group for implementation by the member agencies, or should be referred to the coordination manager's office (see assumption 5, above).

3. Coordination: At this level, the Coordination Manager and Workgroups strive to first 'translate' the goals and core actions into concrete, quantitative terms, and then to determine the most practical, effective, and efficient means to achieve the desired end. In some cases, this will mean coordination (group 1 does X, group 2 does Y, etc.), in others this will involve cooperation (group 1 does part A, group 2 does part B, etc.), while others may involve co-funding. One of the important activities at this level will be to develop a set of functional and essential indicators and benchmarks that can be used by groups working throughout the ecosystem. This will aid in obtaining an accurate, comprehensive, and timely view of the state of the ecosystem.
4. Implementation: At this level, individual entities engage in the actual work of creating and executing projects and programs designed to move the ecosystem toward the overall goals.

### Functional Roles

#### *Governor of California / Secretary of Interior*

Provide authority, oversight, and mediation as needed.

#### *CALFED Policy Group*

Refers to joint California / Federal CALFED Policy Group, composed of State and Federal agencies (represented by the California Water Policy Council and Federal Ecosystem Directorate). In consultation with the Bay-Delta Advisory Council, the CALFED Policy Group will establish the basic restoration agenda, and outline broad funding priorities to guide all parties active within the Bay-Delta ecosystem in securing and allocating resources. The CALFED Policy Group will be responsible for final decisions concerning restoration funding by member agencies, and for developing a crediting mechanism pertaining to stakeholder monies. The CALFED Policy Group will also be responsible for ensuring that CALFED agencies remain aligned with, and supportive of, established ecosystem goals and core actions.

#### *Bay-Delta Advisory Council*

This existing group is composed of stakeholders, and is proposed to serve as a high-level liaison between the various stakeholder communities and CALFED agencies. BDAC will assist the CALFED Policy Group in both formulating the restoration agenda, and establishing funding priorities and crediting policies. It is recommended that a review be conducted of the current composition, structure, and decision-making protocol for this group to determine if minor adjustments could help achieve an even more effective stakeholder input. However, it is important that this group retain their current status as a chartered organization under FACA.

*Blue Ribbon Panel*

This will be a new group, to be composed at least 50% of people from outside the Bay-Delta ecosystem. All panel members will be free from potential conflicts of interest. This group will be relatively small, and is to be composed of individuals covering a range of disciplinary expertise and experience.

*Operations Chairman*

Ensures, on a day-to-day basis, coordination of water management programs and operations with requirements related to protection of aquatic ecosystems. The Operations Chairman establishes and oversees the "Operations-Endangered Species Coordination Group," and reports recommendations for short-term changes to the CALFED Policy Group for immediate action. The Chairman also combines efforts with the Executive Director CALFED Bay-Delta Program to ensure that there is coordination among relevant monitoring and habitat efforts. The Operations Chairman is an existing position, and no changes are recommended at this time.

*Executive Director CALFED Bay-Delta Program*

On a day-to-day basis, ensures that the agenda and funding priorities set forth by CALFED Policy Group are carried out in an effective and efficient manner. The Executive Director determines the most effective pathway for recommendations: (1) upward for consideration and action by the CALFED Policy Group and their member agencies, or (2) downward to the Coordination Manager for consideration and action by the Workgroups and their respective organizations. The Executive Director also works with the Operations Chairman to ensure coordination with relevant water management programs and operations. Three main changes are recommended to this existing position: (1) create and chair the Ecosystem Roundtable, and (2) hire and supervise a Coordination Manager.

*Bay-Delta Program*

The Bay-Delta Program is the 'master planner' in this organizational structure. This group will serve to translate the basic agenda established by the CALFED Policy Group into a running Five-year Action Plan. In the process, this group will develop and refine the primary lists of ecosystem goals<sup>1</sup> and core actions, and serve as the institutional memory concerning what has been, and still need to be done on the overall restoration agenda. As well, the Bay-Delta Program will examine and select alternative packages of solutions, and produce needed EIS/EIR materials. Another key function of

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<sup>1</sup> As used here, the phrase ecosystem goals refer to general statements that, taken together, describe the overall aspirations underlying programs and projects intended to achieve ecosystem restoration in the Bay-Delta ecosystem.

the Bay-Delta Program will be to produce periodic *State of the Bay-Delta Ecosystem* reports describing current conditions. Over the long term, the Bay-Delta Program is expected to be a main source of innovative proposals concerning the evolving set of goals and core actions. These recommendations and suggestions will be used as input by the Ecosystem Roundtable.

### *Ecosystem Roundtable*

An Ecosystem Roundtable will be created to develop an ecosystem-wide Annual Plan to guide efforts of all parties throughout the system. Key supporting materials to be produced by the Bay-Delta Program include the running Five-Year Plan, the set of recommended goals and core actions for that year, and the periodic *State of the Bay-Delta Ecosystem* reports.

The Roundtable will be a large body of individuals drawn from government and the stakeholder communities. The Roundtable will operate on a consensus basis, and all members will be expected to 'check their institutional hat at the door' (*a la* International Joint Commission<sup>2</sup>). In this way, the group will serve as the 'stewards' of the ecosystem; in other words, they are expected to act on behalf of the ecosystem. Their overall charge as a group is to translate the basic agenda established by the CALFED Policy Group into a widely-accepted yearly Action Plan that will be used by all parties in guiding individual efforts toward system-wide rejuvenation of the Bay-Delta ecosystem.

The Roundtable will consist of two standing committees: policy and technical. The policy committee will undertake periodic reviews of all policies influencing the system, looking for opportunities to improve efficiency and effectiveness. The technical committee will provide advice concerning factors affecting ecosystem health, appropriate and attainable ecosystem goals and objectives, and recommended modifications to the list of core actions. It is expected that the work of both groups will benefit from the periodic *State of the Bay-Delta Ecosystem* reports.

Each year the Ecosystem Roundtable will be asked to review the current version of the Five-year Action Plan, developed by the Bay-Delta Program staff, and to develop consensus on a Bay-Delta Action Plan for that year. This Plan will include a recommended set of specific goals and core actions to receive special emphasis and attention during upcoming planning activities undertaken by each of the implementing entities. Within the broad funding priorities set by the CALFED Policy Group, the Ecosystem Roundtable will also ensure that the Plan provides recommendations concerning the level of effort and resources to be devoted to each of the three thematic areas represented by active Workgroups.

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<sup>2</sup>The IJC is an international arbitration body, jointly formed earlier this century by the governments of the United States and Canada. Among other issues, the IJC has dealt with ecosystem management and restoration issues in the Great Lakes, water issues in the high plains, and fisheries and water management issues in the Pacific Northwest. In over four decades of operation, the IJC has had to resort to a vote fewer than 5 times.

The Ecosystem Roundtable does not yet exist, and is expected to be created through a Memorandum of Understanding. Representation is still to be determined, but is likely to include elements from the current CALFED Ecosystem Technical Group, the Category III Steering Committee, Stakeholder Policy Group, and Restoration Roundtable, all of which are proposed to be dissolved in favor of the Ecosystem Roundtable. It may be necessary for this group to have a FACA charter. There are at least two ways in which this could occur. The first is to create the Ecosystem Roundtable as a sub-component of the Bay-Delta Advisory Committee, thereby gaining FACA status. The other is to create a new, and separate charter for the Ecosystem Roundtable. While the former is probably easier to implement, the latter is probably the superior long-term solution.

### *Coordination Manager*

The Coordination Manager is a permanent, long-term function. He or she will be the broker of cooperative efforts in service of ecosystem restoration. The Manager will facilitate the ongoing process of 'translating' CALFED's goals and core actions into concrete, quantitative terms, and then determining the most practical, effective, and efficient means to achieve the desired end. The Manager will assist the Workgroups in finding ways to integrate individual programs into an effective coordinated approach to ecosystem restoration through coordination, cooperation, and in some cases, co-funding. The Manager will compile an inventory of participants' program plans, and will facilitate circulation of new proposals to relevant parties. The manager will also help promote and facilitate cooperation between the separate Workgroups.

### *Workgroups*

Three Workgroups are proposed, one each in the areas of (i) Operations/ESA, (ii) Habitat Restoration, and (iii) Systemwide Monitoring. Individual Workgroups will be composed of a mix of qualified and experienced individuals, drawn from both the government and stakeholder communities, who are established and respected within their respected disciplines and communities. In each case the members will explicitly represent their individual institutions, in contrast to the Ecosystem Roundtable where members represent the ecosystem. The three main responsibilities of the Workgroups will be to:

- 1) develop indicators (measurable endpoints), benchmarks (indexed to space and time), and an evaluation plan relevant to their particular area of activity,
- 2) translate the Ecosystem Roundtable's Annual Plan into action, and
- 3) cooperate with the other two Workgroups.

Indicators are the 'words' in the restoration 'language.' In other words, for practical reasons, it is essential that the ecosystem goals ultimately get described in more precise terms. Selecting indicators is important not only for sharpening discussions concerning what is to be done, but also for discussing how changes in the ecosystem will be measured. Benchmarks refer to the desired value for a particular indicator. Water quality criteria are one form of benchmark; another is the objective of doubling numbers of a particular fish species in a designated place over a specified time period. In short, the Workgroups are an ideal forum for deliberating and deciding on such technical issues.

Consequently, one output from the Workgroups will be a clear articulation of a set of ecosystem objectives relevant to their area of activity. Unlike the more general ecosystem goals, these objectives are specific statements describing structural and / or functional ecological endpoints associated with ecosystem restoration in the Bay-Delta ecosystem. An example might be "the waters of the Sacramento and San Joaquin Rivers will not exhibit toxicity in bioassay tests conducted at a {specific geographic location}."

The main annual effort of each Workgroup will be to develop or adopt a suite of specific projects and programs needed to fulfil the goals and core actions that are receiving special emphasis and attention that year. Initially Workgroups may be focused primarily on coordinating between individual programs; over time it is expected that there will be a move toward consolidation of efforts and improved efficiency.

Unlike the Ecosystem Roundtable, this group is expected to be explicitly 'institutional' in nature. In other words, within a cooperative spirit, members of the Workgroups are presumed to represent their organization's capabilities, interests, and mandate. It is recognized that some organizations have a more restrictive mandate, while others have more degrees of freedom. The Workgroups will be an effective forum for working through, at a 'nuts and bolts' level, all of the practical matters that need to be considered and handled in making integrated, adaptive environmental management approaches work in the real world. The goal is to emerge - in concert with the development of each organization's individual Annual Action Plan - with a coordinated plan that specifies who does what, what the expected results are to be (individually and collectively), and how performance will be evaluated.

### **Stakeholder Involvement**

The design of this plan allows for stakeholder input at all four levels. Stakeholders will have active and important roles not only on the Bay-Delta Advisory Council, but also the Ecosystem Roundtable, and all three Workgroups. As well, there will be stakeholder programs at the implementation level (e.g., Category III, Salmon Stamp). Additionally, it is expected that some of the participants in this structure may elect to include public meetings as part of their activities.

### Category III

The spirit and activities of Category III will be very much a part of the new structure, although the current Steering Committee will be dissolved, and their functional responsibilities transferred to other forums (e.g., BDAC, Ecosystem Roundtable, and the Workgroups). As well, there will be a separate Category III entity created and made responsible for raising funds, developing and carrying out programs and projects, and ensuring that the stakeholders interests and responsibilities, as outlined in the December 15 Bay-Delta Accord, are effectively met and fulfilled.